Proposals: Official Plan Part II

BAY STREET CORRIDOR
RESIDENTIAL INTENSIFICATION ZONE

Planning & Development Department
Robert E. Millward, Commissioner

May 9, 1988

CITY OF TORONTO
PLANNING AND DEVELOPMENT DEPARTMENT

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To: Land Use Committee

Subject: Proposals: Part II Plan - Bay Street Corridor Residential Intensification Zone in the North Downtown (Ward 6)

Origin: Land Use Committee at its meeting of December 16, 1987 (c71luc88101:81)

Comments:

1.0 SUMMARY

This report considers the future of the Bay Street Corridor from College to Dundas Street (see Map 1). It was initiated to comprehensively examine the area which is ready for substantial redevelopment and which is subject of applications for Official Plan Amendments for increased residential densities.

Four major planning objectives were identified for the area:

1. to encourage residential intensification by providing for increased residential densities which will allow the area to develop as a high density neighbourhood for population comprised primarily of non-family households and family households without children.

2. to encourage private sector involvement in the provision of assisted housing

3. to promote continued diversity in the residential population by providing for a range of housing opportunities, and

4. to ensure that all development that occurs contributes to shaping a positive physical environment with the highest quality of urban design.

The report consideres the possible impacts of increased residential densities on such matters as population density and mix, transportation, sociological impacts,

residential amenities, built form and urban design and concludes that higher residential densities would be appropriate.

It then reviews options for density strategies and recommends a revised density strategy for the area which includes:

i) deleting the Units Per Hectare (UPH) system of calculating residential density and using only the Floor Space Index (FSI) system.

ii) setting the permitted as of right maximum density at 10 times coverage and maintaining the existing commercial density limit of 4.5.

iii) establishing an assisted housing bonus policy under Section 36 of the Planning Act which would permit density increases through rezoning to a maximum 12 times the area of the lot.

iv) objectives to be considered in the review of applications in this area including urban design and other matters related to ensuring that the area develops as a high quality liveable neighbourhood.

It recommends that the Planning Advisory Committee hold a public meeting to discuss these proposals and that I report back to your Committee on the outcome of that meeting and on detailed recommendations for Official Plan and Zoning By-law Amendments.

It also recommends an approach to dealing with current development applications and that I report back after discussions with the applicants.

The report was prepared in consultation with the Commissioner of Public Works, Housing and Parks and Recreation as well as with the City Solicitor.

2.0 BACKGROUND

I reported to your Committee on June 17, 1987 on a framework for evaluating applications for increased residential densities for development parcels on the west side of Bay Street south of College. The Committee referred this matter back to my Department for further consideration.

On December 16, 1987 the Land Use Committee had before it my report dated December 7, 1987 entitled "Higher Residential Densities in the North Downtown - Bay Street Corridor" which examined the question of appropriate residential densities in the broader Bay Street area. The report recommended:

"1. That I be requested to report back to your Committee on a general area amendment to the Official Plan respecting increased residential densities in the Bay Street Corridor Study Area in the context of the public objectives, density, site planning and other considerations discussed in Section 6 of this report.

2. That copies of this report and your Committee's decision be sent to property owners in the area and to the Planning Advisory Committee."

The Committee adopted these recommendations, but indicated that in doing so it was not approving the proposed densities referred to in the report. The Committee also requested that I include in the study sociological material available on high density residential development in the United States of America.

There are three sites in the Bay Street Corridor which are subject of applications for amendments to the Official Plan for increased residential densities (770 Bay Street, 748-760 Bay Street, and 655 Bay Street; Parcels 1, 2 and 5 respectively on Map 2). Mr. Alan Blott, solicitor for the owner of 770 Bay Street, has appealed to the Ontario Municipal Board for approval of an Official Plan Amendment on the basis that Council has not made a decision.

This report is being submitted as a result of the Land Use Committee action on December 16, 1987.

3.0 GENERAL DESCRIPTION OF THE BAY STREET CORRIDOR AND SURROUNDING AREA

The Bay Street Corridor Study Area is shown on Map 1 attached to this report. It is generally bounded by Elizabeth and Yonge Streets on the west and east and Dundas and College Streets on the south and north.

3.1 Bay Street Corridor

The Bay Street Corridor Study Area is largely underdeveloped at the present time. (See Map 2). The

area includes the Bus Terminal, a number of parking lots along Bay Street, and a number of sites for projects which have received Council approval but have never been constructed. The area is well served by transit and is well located for walking to work in the surrounding mixed use areas including the Financial and Institutional Districts.

3.2 Institutional Uses

The area surrounding the Bay Street Corridor Study Area is the North Downtown planning area. It houses two major institutional areas. The Hospital for Sick Children, Toronto General Hospital and the University of Toronto Dental Faculty are located in the north west portion of the area. Osgoode Hall, the home of the Upper Canada Law Society and the provincial courthouses are located in the southern portion of tne area. Other institutions are City Hall and Old City Hall along Queen Street.

3.3 College Park and the Area East of Bay Street

This area is developing as a mixed use area. The College Park project will eventually contain approximately 1,200 units of housing and approximately 193 000 sq.m. (2,000,000 sq.ft.) of commercial space. The area also includes the Chelsea Inn Hotel, the Horizon on Bay housing project and the Atrium on Bay office building.

3.4 Historic Buildings

The North Downtown contains a number of buildings which have been recognized as having architectural or historical merit. (See Map 3). The larger buildings include Osgoode Hall, Old City Hall, Holy Trinity Church, the Terauley - Street Hydro Station, the Old Hospital for Sick Children at 67 College Street, Laughlen Lodge, and the Old Eatons Store at College and Yonge. Along Elm and Gerrard Streets a number of attractive house form buildings remain with a strong retail component.

3.5 Housing

In 1986 the population of North Downtown Planning Area (see Map 1) was approximately 2,000 people. Demographic data indicate that less than 1.5% of the existing population is under 19 years of age. Although the area provides a wide range of housing opportunities the population is predominately non-family or families without children.

The north downtown currently provides accommodation for over 1,000 households which, under normal circumstances, would not be able to afford a Central Core location. These include rental projects owned by Cityhome at 25 Elm Street (100 units) and 111 Chestnut Street (144 units). Nurses' residences operated by the Hospital for Sick Children at 153 Elizabeth Street (119 units) and Toronto General Hospital at 90 Gerrard Street West (420 units) are non-traditional government financed housing. Rotary Laughlen Centre, a 198 bed seniors residence at 110 Edward Street and Collegeview seniors housing (266 units) on the east side of Yonge Street south of Carlton also contribute to the population diversity of the area. The Collegeview apartments on the east side of Yonge Street are outside the North Downtown Planning Area.

Planning provisions for College Park specifically encourage assisted housing. The by-laws permit maximum densities only if between 175 and 225 assisted housing units are provided.

Over 900 units of existing rental residential housing include 210 units at College Park, and 215 units at LuCliffe Place. Condominium developments are currently under construction at College Park (544 units) and 108 Chestnut Street (143 units). The Horizon on Bay is a 476 unit condominium which is currently being rented.

4.0 PLANNING AND URBAN DESIGN OBJECTIVES IN THE BAY STREET CORRIDOR

In my review of housing and density provisions applicable to the Bay Street Corridor area I identified four major planning objectives:

1. to encourage residential intensification by providing for increased residential densities will allow the area to develop as a high density neighbourhood for a population comprised primarily of non-family households and households without children;

2. to encourage private sector involvement in the provision of assisted housing;

3. to promote continued diversity in the resident population by providing for a range of housing opportunities; and

4. to ensure that all development that occurs contributes to shaping a positive physical environment with the highest quality of urban design.

These objectives are discussed in subsections 4.1 through 4.4 below, and the implications for higher residential densities in Section 5. A revised density strategy to implement these objectives is discussed in Section 6.

4.1 Opportunities for Increased Residential Densities

The Living Room II report, prepared by the Housing Policy Review Committee and adopted in principle by City Council on December 5, 1986, noted that there is little vacant land available in Toronto, while certain developed parcels of land are underutilized and capable of being redeveloped to higher residential densities. The report recommended that Council endorse the creation of residential intensification zones in which development of more housing would be encouraged in residential or mixed use projects.

The Bay Street Corridor is developing as a mixed use area with office, retail, hotel and residential uses with a number of applications for primarily residential projects. The character and location of the Bay Street Corridor afford an excellent opportunity for increased residential densities for predominantly non-family households or family households without children. It is appropriate that this area be designated as an intensification zone for a number of reasons.

1. The area is in a unique location for residential use being next to the employment centres of the Financial District and Institutional District.

2. There are no nearby low density residential areas which could be negatively impacted.

3. The area has excellent transit access.

4. As noted in Section 3, the area is largely undeveloped. It is one part of the City where a substantial amount of new housing can be added.

5. The number of current applications for residential development indicate a strong market for housing here.

On Map 2 I have indicated potential redevelopment sites within the Bay Street Corridor. The development sites

were identified as being in single ownership and underdeveloped. If the property ownership of other sites in the area were to change additional underdeveloped sites could be considered as potential redevelopment sites. (It should be noted that the Bay and Elizabeth Streets bus terminal sites, while in the long term may be redeveloped, are intended to be improved in the short term.)

Other parts of High Density Mixed Commercial Residential Areas in the Central Core are not generally suitable for the kind of residential intensification discussed in this report. With respect to the North Downtown area, College Park, which is subject to a site specific by-law and Master Agreement intended to guide its development through various phases, already has been designed to accommodate a substantial housing component. The area south of Dundas has different planning concerns related to its proximity to City Hall. Discussions with owners of development sites in the area include preliminary proposals for court houses, offices, hotels as well as residential. The University Avenue High Density Mixed Use Area has developed as an office and institutional area and has very few available redevelopment sites.

The Bloor Street High Density Mixed Commercial Residential Area is also not appropriate for increased residential densities. It has developed as one of the City's major retail strips and office subcentres. The mixing formula constant along Bloor Street is also lower than other High Density Mixed Commercial-Residential Areas to reflect different planning objectives for the area. Additional High Density Mixed Commercial Residential Areas are subject to Part II Official Plans which set out specific objectives for those areas which do not include residential intensification.

4.2 Private Sector Involvement in the Provision of Assisted Housing

Recent reports to your Committee and City Council, including Living Room II, the 1986 Quinquennial Review and most recently my November 26, 1987 report on private sector involvement in the provision of assisted housing have documented the need for encouraging the provision of assisted housing.

My November 26, 1987 report to your Committee on options for private sector involvement in the provision of assisted housing recommended that I consider assisted housing bonus provisions in area studies dealing with

increased residential densities. Because of its capacity to provide for higher residential densities, the Bay Street Corridor area appears to be suitable for the use of a bonus in exchange for the provision of assisted housing. Thus an important objective for the Bay Street Corridor Study Area is establishing a density system which will encourage the provision of assisted housing.

4.3 Range of Housing Opportunities

The provision of a range of housing opportunities is an important objective in considering developments for the Bay Street Corridor and surrounding area. As noted in Section 3.5 the area is largely populated by non-family households and families without children. The area does however contain a mix of housing types including nurses residences, assisted housing, seniors housing, and rental and condominium conventional units.

Future residential developments in the Bay Street Corridor should contribute to the range of primarily non-family housing opportunities which currently exists in the surrounding area. The provision of assisted housing through redevelopment will be an important means of maintaining this diversity.

4.4 Urban Design Principles

New developments at higher densities can contribute to shaping a positive urban environment with the highest quality of urban design. This can be ensured through the:

i) massing of buildings to provide for appropriate microclimatic conditions, visual unity of new developments and a scale of building which is appropriate for pedestrian areas;

ii) encouraging open space which is visible, accessible, and useable and the provision of mid-block pedestrian connections;

iii) designing vehicular servicing to avoid disruption of street edges and pedestrian areas;

iv) creating street animation and unified streetscapes for the area;

v) designing buildings with high quality architecture which enhance and incorporate heritage elements of the area.

5.0 IMPLICATIONS FOR HIGHER RESIDENTIAL DENSITIES IN THE BAY STREET CORRIDOR

The Bay Street Corridor is generally suitable for high density residential development. To determine what residential densities are appropriate, consideration should be given to potential impacts of alternative densities. A further issue is how to achieve a range of housing types including assisted housing.

In looking at appropriate levels of density this report discusses the impact of residential densities in the range of 7.8 to 12 times coverage. While the Official Plan and Zoning By-law establishes residential density limits for High Density Mixed Commercial Residential Areas in both floor space (FSI) and units per hectare (UPH) this report focuses on density in terms of FSI, and deals with the issue of density increases in this way. The FSI density limit is 7.8 and the UPH density limit is 780 units per hectare. A purely residential project would comply with both systems if the average unit size were 100 square metres. The planning issues related to the dual system are discussed in Section 6.1 of this report.

I have not considered densities in excess of 12 times coverage as the basis of a general policy for Bay Street, however, for several reasons. First, and principally, my analysis of built form and massing indicates that in order to achieve appropriate levels of residential amenity (light, view, privacy), provide for reasonable sun penetration to the street level and allow for an appropriate pedestrian environment on Bay and adjacent streets, maximum densities should generally not exceed 12 times coverage. In reaching this conclusion I have determined that the existing height limit (of 76m or 250-ft.) is appropriate and should generally be maintained. Within this limit, densities of up to 12 times can be accommodated, if care is exercised and the objectives for residential and pedestrian amenity as well as urban design objectives can be met. At densities in excess of 12 times, increased heights would generally have to be permitted and/or residential amenity and urban design objectives would begin to be compromised.

Second, 12 times coverage represents the maximum commercial density that I have recently recommended could be achieved through Section 36 in the Financial District, the City's priority area for office growth. It would be consistent with this upper limit to establish, in a

priority area for housing intensification, a comparable, but not a greater density limit.

Finally, 12 times is not an arbitrary, but is a traditional threshold or upper limit for density in the City. Prior to 1976 it represented the maximum overall density in the downtown area and was established as the maximum mixing formula constant in the Central Area Plan, applicable in the Financial District. For sound planning and urban design reasons as well as for consistency with past and present practice, I believe that 12 times is the maximum density that should be considered for the Bay Street Corridor.

In Section 6.3 of this report I discuss options for setting the density between 7.8 and 12 times coverage. These options are considered in the context of the objectives set out in Section 4 above.

5.1 Population Density

The existing population in the North Downtown Area is approximately 2,000 people. The residential condominiums under construction at College Park and 108 Chestnut Street are expected to increase the population of North Downtown by 1,100 for a total of 3,100 people. This subsection looks at the range of population that could be generated on all the development sites in the Bay Street Corridor shown on Map 2 at the present Official Plan and Zoning By-law density limit of 7.8 and then also at 10 and 12 times coverage.

It is difficult to predict what changes in population could occur if residential density limits were increased from 7.8 to 12. This difficulty is caused by the facts-that:

1. the population level is directly related to the size of the dwelling unit and its occupancy level, and these are in turn governed greatly by market conditions. At this time, market conditions result in the following occupancy rates for buildings in the Central Core.

50 sq. m. units	1.4 persons per household
75 sq. m. units	1.44 persons per household
100 sq. m. units	1.9 persons per household

2. whether or not the maximum residential density permitted is in fact built. The decision to develop

residential over commercial will be influenced by the market for commercial and the full residential development potantial could be reduced if the market for commercial uses is strong.

It should be noted that in today's market the prevailing average unit size appears to be between 75 and 100 square metres.

The chart below shows the range of population that could be generated with different unit sizes using the occupancy level noted in (1.) above at a density of 7.8, the current residential density limit under the FSI option. For the purposes of this analysis I have assumed that residential densities will be maximized, and the resulting population figures represent a total projection if all the potential development sites on Map 2 were developed for purely residential purposes. It also shows the number of units and population projections at densities of 10 or 12.

The chart shows that the residential population of the area, under varying unit sizes, could range from 3,775-5,550 people under the existing FSI Official Plan provisions to 5,800-8,550 people if residential FSI densities are increased from 7.8 to 12 times coverage. Thus the overall population increase above present FSI density limits could vary from zero to about 3,000 depending on the size of units built. The total could be approximately a 2 to 3 fold increase over the population of the North Downtown Planning Area.

DENSITY (FSI)	RESIDENTIAL UNIT SIZE		
	50 sq.m.	75 sq.m.	100 sq.m.
7.8x	5 550 people 4 000 units	3 800 people 2 650 units	3 775 people 2 000 units
10.0x	7 150 people 5 100 units	4 900 people 3 400 units	4 850 people 2 550 units
12.0x	8 550 people 6 100 units	5 900 people 4 100 units	5 800 people 3 050 units

For comparison purposes I have looked at the residential population of the area bounded by Bloor, Yonge, College and Queens Park. This area, roughly similar in size to the North Downtown Planning Area had a 1986 population of approximately 6,500 people. Taking into account buildings

which have been completed since 1986, currently under construction or approved by Council, the population would increase to approximately 9,000 people. This compares to approximately 5,800 - 8,550 people as discussed above.

5.2 Transportation Impact

The discussion below was prepared in consultation with the Commissioner of Public Works.

5.2.1 Regional Considerations

Any significant increases in the Central Core resident labour force will help reduce further increases in long-distance commuting. By placing more people closer to the region's major employment centre, the Downtown, the greater are the opportunities for people to live and work locally without the need for long, daily work trips. To date, the mixed-use policies of the Central Area Plan have been successful in promoting new housing development with the result that the Central Area is now the strongest area of population growth within the City.

These trends recently caused Metro planners to revise their projections of peak-hour travel growth into the Central Core Area and to more than double (from 7,000 to 15,000) their estimate of the increase in such trips that will originate from within the Central Area itself over the 1984-2011 period. Under the revised projections, which are based on the expectation of continued strong growth in Central Area residential development, 8,000 less trips will cross the Central Area cordon as a result of higher amounts of new housing being built close to Downtown jobs.

When it is considered that one lane of a typical arterial street is estimated to have a maximum capacity of around 900 cars per hour or 1,170 auto person trips (at 1.3 persons per car), it is clear that these forecast reductions in the demand for inbound Central Area commuting offer significant relief to the demands placed on the regional transportation system. For example, in the forthcoming report on "The Downtown Employment Study", it is estimated that the approximately 9,600 new housing units that have been built in the Central Area over the 1981-6 period have provided accommodation for about 8,700 additional people who both live and work in the Central Area, without the need to commute in from outside areas. City Planning Department surveys conducted in 1981 and 1986 indicate that the number of people who regularly walk

to work in the Central Area on an all-year round basis increased by almost 4,000 from 7,200 to 11,100 in total over this five-year period. These figures provide a broad indication, from a regional transportation planning perspective, of the benefits that derive from a policy of encouraging residential development in the Central Core.

5.2.2 Local Considerations

I have developed a number of residential development scenarios for the Bay Street corridor and assessed their potential impacts on vehicular traffic conditions. In general terms, an increase in residential densities from 7.8 to 12.0 times coverage, is predicted to generate only a relative modest increase in the overall level of peak-hour vehicular traffic volumes. (As noted in Section 5.1 the increase in floor area for residential development may not result in an increase in population.) This modest increase in traffic volume largely results from the fact that most of the new residents housed by the addditional density are forecast to work locally, within the Central Area itself. Given the high level of transit service provided in the corridor, it is expected that most of these potential rush-hour commuters will leave their cars at home and travel to work by public transit or, to a lesser extent, by other means such as bicycle or foot.

Although the forecast increases in local peak-hour vehicular traffic are modest, they cannot, in the absence of further more detailed study, be entirely dismissed. The Bay Street Corridor is already quite congested during peak-periods and local problems of access to large, new residential developments and traffic circulation patterns will requiare further study at the site-specific level. In addition, these types of local traffic concerns would be further complicated if the proposal to introduce a Yonge/Bay one-way street system is implemented.

Consequently, my support of higher residential development densities in the Bay Street Corridor has to be qualified by the need to satisfy local traffic concerns. In order to ensure that any negative impacts are minimized, all residential development applications seeking to take advantage of the additional density provisions should be required to provide a transportation study giving information satisfactory to the Commissioner of Public Works regarding local traffic impacts. This study should also include an assessment of the continued ability of the transit system to accommodate increased ridership levels originating along the Bay Street Corridor.

5.3 Sociological Literature Review of High Density Living

As requested by your Committee, my staff undertook a literature search respecting the potential social and/or psychological impacts of high density residential environments. I have conducted a search of this topic through the Intergovernmental Committee on Urban and Regional Research which included American and Canadian sources. This literature search has indicated no convincing evidence that anti-social behaviour or psychological problems are related to living in high density environments. Indeed, the results of studies relating physical characteristics of residential environments to behaviour have been far from conclusive.

The following is an excerpt from the conclusion of a 1975 overview of the literature relating high density apartment living to anti-social behaviour which still appears to be the best such overview available.

> "The contention that population density is related to social pathology, has been seriously challenged. Although the question remains unresolved, it appears that social pathology is much more closely related to social indicators other than population density. Research into the effects of crowding, as distinct from density, is fragmentary and as of yet inconclusive. However, evidence does suggest that violation of one's personal space can have adverse psycho-social effects.
>
> A major difficulty with the studies on density and crowding involves inconsistencies in the ways in which concepts such as high density and social pathology are defined. Variable measures of these concepts do not allow comparison of study results, or permit us any conclusions concerning the generalizability of results. The most meaningful measure of density in terms of associated social problems is as of yet unidentified.
>
> For the investigator concerned with the psycho-sociological impact of high density apartment living, previous research is of marginal significance. Very little research has been confined to residential environments. Most density studies are done over large spatial areas, and investigations into the effects of

> crowding are commonly conducted in experimental, or laboratory settings.
>
> Any research into a behavioural problem of this complexity must carefully account for a wide range of dependent variables. It is extremely difficult to control all dependent variables, and any two variable analysis is of only very limited usefulness.
>
> These limitations combine to render a rather large body of literature on the effects of density and crowding inconclusive." ("Social and Psychological Effects of High Rise"; Homenuck, Morgenstern, Keeble; Ministry of State for Urban Affairs, 1975)

Additional literature addresses the issue of designing for liveable high rise living. Dr. W. Michaelson, University of Toronto, an internationally renowned environmental sociologist, in 1983 noted that among other things crime prevention site planning could mediate between density and liveability. He has also noted that per capita access to amenities was an important issue in making high density environments liveable. ("Density Liveability - People and Place"; 1983)

5.4 Building Safety

As part of my review of the liveability of high density residential redevelopment my staff met with representives of the Metropolitan Toronto Police and the Toronto Fire Department.

The security of high density residential buildings is largely a function of its design and the installation of security systems. A Police Department representative noted the fewer break and enters occur in high density residential buildings then in lower density developments. The design of buildings should discourage dark corners and potential hiding places. The security of underground garages should be carefully considered at an early design stage including separate areas for residents and the general public in mixed use buildings and high technology security systems. The underground garages should, of course, be well lit. The Committee on Security in Underground Garages, a special committee of the Neighbourhoods Committee, is considering this issue in more detail.

Increasing the density from 7.8 to 12 times coverage does not therefore alter the security of a building. Buildings need to

be carefully designed at all densities to ensure a safe living environment is created.

A Fire Department representative noted that all new buildings must have a fire escape plan approved by the Chief Fire Marshall. An increase in density from 7.8 to 12 times coverage would not in itself make a building unsafe.

5.5 Residential Amenities

As discussed elsewhere in this report the existing and anticipated population of the Bay Street Corridor is non-family households and families without children. The needs of this population differs significantly from family areas such as, for example the St. Lawrence Neighbourhood. In family areas careful attention would have to be given to the provision of schools, community centres, day care facilities and recreation programs for a population under 19 years of age.

The Bay Street Corridor is well served with amenities for a primarily adult population. These include College Park and Eaton Centre, movie theatres, retail, and restaurants. More traditional shopping strips in the immediate area include Yonge Street, Bloor Street and Chinatown along Dundas Street. Cultural facilities in the Downtown area include the Art Gallery of Ontario, the public library at City Hall, O'Keefe and St. Lawrence Centre, the Royal Ontario Museum and McLaughlin Planetarium.

The area is also well served with existing recreation facilities which include a combination of private clubs, and existing community centres. Private athletic and social facilities in the area include the Central YMCA on Grosvenor Street, the McGill Club, the Elmwood, the Fitness Institute at T.D. Centre and the Adelaide Club at First Canadian Place.

The College Park and Eaton Centre developments also provide public parks. The public park at College Park is approximately 0.9 hectares (2.2 acres) in size and Trinity Square Park is approximately 1 hectare (2.5 acres) in size. Additional park space in the surrounding area includes Nathan Phillips Square, Larry Sefton Park on Bay Street, lands associated with the University of Toronto, Grange Park at Grange and Dundas, Queens Park, Alan Gardens and St. James Park. I have shown on Map 4 publicly accessible open space in the North Downtown.

The Commissioner of Parks and Recreation assesses the needs of area residents on an ongoing basis and has advised that

increasing the residential densities would not necessarily require the provision of additional public recreation facilites. As discussed in Section 5.1 the anticipated new population is difficult to predict with any accuracy and depends to a large extent on market conditions. Thus as development proceeds in the Bay Street Corridor, the population of the area would be reviewed on an ongoing basis with respect to parks and recreation needs.

In addition, as part of the series of reports on the Quinquennial Review, I will be reporting on an open space stategy for the Central Area in consultation with the Commissioner of Parks and Recreation. This strategy will take into account the needs of exisiting and potential new residential neighbourhoods such as Bay Street with respect to open space and recreation facilities. As well, in consultation with the Commissioner of Parks and Recreation, I am reporting shortly on the use of Section 41 of the Planning Act respecting levies for parkland.

As well, to ensure that on a project by project basis every development will provide acceptable standards of amenity space for its residents, the Zoning By-law has requirements for recreation space, which vary with the size of units provided.

5.6 Built Form and Urban Design

5.6.1 Existing Planning Controls

Present planning controls set the framework for urban design objectives. The Bay Street Corridor study area is designated a High Density Mixed Commercial Residential Area, where mixed use buildings at a density of 7.8 and more are encouraged. The mixing formula constant of 7.8, under the FSI density option, limits the bulk of the building to 7.8 times the area of the lot. (The floor area of required recreation space is excluded.) Under the UPH density option, with units larger than an average of 100 sq.m., the floor area is higher. For example, when the gross unit size averages 200 sq.m. rather than 100, the bulk of the residential component of the building would double. A mixed use building with a commercial component of 3 times the area of the lot could have a density in excess of 12 times coverage.

This high density is reflected in the height limit of 76m. (250 feet). This, along with setback requirements for residential buildings, limit the bulk of buildings.

Two additional regulations directly affect the urban design of buildings in the Bay Street Corridor. The first is the

'street related retail' requirements that encourage retail uses at grade by penalizing the non-residential density if such uses are not provided. The maximum density is limited to 4.2 if 60% of the combined frontages of a lot are not used for street related retail. The second is a special arcade and setback regulation that envisages this part of Bay Street with wide sidewalks and continuous arcades along the building edges.

5.6.2 Existing Built Form

While the Bay Street Corridor is chiefly characterized by parking lots, redevelopment has been taking place over the last 15 years in the North Downtown Area. As shown on Maps 5 and 6, there are a number of high density buildings with heights above 12 storeys. Densities are in the 8 to 12 times coverage range.

Examples include the following:

Building	Density	Height
Holiday Inn	12.0	80 metres
Chestnut Park	12.3	76 metres
LuCliffe Place	10.2	75 metres
Horizon on Bay	8.0	75 metres
Atrium on Bay	8.5	50 metres

The College Park development must also be considered when discussing the built form along Bay Street. As shown on Map 5 it will contain several major buildings on Bay Street. The residential building, with a height of 60 metres, is presently under construction. Two office towers, one of which is subject of a recent development review report, will be approximately 105 metres in height. Since the densities of these buildings are part of a block density, they are not assigned lots and therefore cannot be assigned specific densities.

The proposed densities and heights are consistent with mixed use buildings with substantial residential components built in other High Density Mixed Commercial-Residential areas. Examples include:

	Density	Height
110 Bloor St. W.	13.5	61m.
1166 Bay St.	8.6	66m
1132 Bay St.	13.0	50m

Buildings such as at the north east corner of Bay and St. Mary and the south west corner of Bloor and Jarvis are other examples of high density residential development. At densities of 12, these were subject of mandamus actions under the pre Central Area Plan and By-law and not subject to public review under Section 40 of the Planning Act.

5.6.3 Urban Design Considerations

The Bay Street Corridor offers a unique opportunity to create a high quality high density mixed use, primarily residential community. Densities up to twelve times coverage can be reasonably accommodated provided that careful attention is given to issues of built form and urban design.

As a consequence of redevelopment the area must evolve into a coherent neighbourhood, characterized by a pleasant and comfortable pedestrian environment. The streets should be animated with retail at grade. Bay Street for example, could clearly become the neighbourhood shopping street if retail uses are intensified along its street edges.

Wind, sun and shade conditions must achieve a level which contribute positively to this area. It is imperative that the residents feel these streets and open spaces are as pleasant and comfortable to live on. New buildings should reinforce the emerging residential character and contribute to variety and scale of existing building forms. They should also not appear overwhelming against the public streets and open spaces.

Historic buildings contribute positively to the variety of built forms and should be retained and incorporated into new development to ensure that the heritage value and historic scale is preserved within the area.

Numerous weather-protected networks are emerging in the area. This pattern is most distinct along Bay Street where canopies and arcades provide a continuous network of weather protection. The principle of providing weather protection should be continued, particularly along Bay Street.

Vehicular access points should be consolidated to minimize the interruptions along pedestrian walkways, and located away from pedestrian oriented areas and open space.

It is important to provide appropriate sunlight and wind protection on publicly accessible open space to ensure that these spaces are pleasant and usable. Such open spaces may be difficult to achieve on some small sites in this area.

Careful consideration should therefore be given regarding their size, location, and form. Sunny sidewalks, particularly on the east-west streets off Bay Street should contribute positively to the neighbourhood and reinforce the residential character that is emerging in the area.

Another important component in the creation of a residential neighbourhood is to ensure that a high-level of animation and security along the streets is achieved. This would be done by encouraging "eyes on the street". Parking and loading facilities should therefore be located below grade. If above grade provision are necessary, such facilities should be screened by being surrounded by appropriate uses facing the street that contribute to the life and safety of the street.

The issue of massing is critical in achieving a high standard of light, view and privacy conditions for residential units. In this regard City Council has adopted guidelines outlining minimum dimensions for spacing of buildings. Buildings should be massed in such a way that avoids development of continuous block length walls of buildings.

6.0 STRATEGY FOR MAXIMUM DENSITY LIMITS IN THE BAY STREET CORRIDOR

I am recommending a density strategy to encourage the intensification of residential development in the area. As indicated previously in this report, the area is suitable for higher residential densities and is one where the provision of assisted housing should be encouraged. It is also an area where additional residential density can be permitted as density bonus. The present maximum non-residential density of 4.5 would remain unchanged.

The strategy includes these major changes to existing residential density provisions for the area:

(1) simplify the zoning density provisions by deleting the UPH option. Residential density will only be measured in FSI;

(2) set the maximum as of right density at 10 rather than 7.8. The increase would be only for residential uses; and

(3) permit, under Section 36 of the Planning Act, increases in residential density up to a maximum overall density of 12, in exchange for the provision of land for assisted housing and a cash-in-lieu option. (The maximum density of 12.0 times coverage would include all density bonus provisions available in the Official Plan.)

These three changes are discussed in the following subsections. Section 7 of this report discusses other considerations that must be given in dealing with applications for projects under this proposed density strategy. The Commissioner of Housing was consulted in the development of this strategy and concurs with it.

6.1 Eliminating The UPH System

In considering appropriate densities for the Bay Street Corridor the issue of the current dual UPH/FSI density system must be addressed and problems with it for this area resolved.

The UPH system of calculating density was introduced in the Official Plan as part of the Central Area Plan Amendments passed by Council in 1976. The UPH system clearly indicated the number of units which could be constructed on a site. The UPH system was created to specifically encourage larger units and did not directly limit the potential bulk of a building. The size of the building is regulated by height limits and setback requirements.

The Official Plan was recently amended to permit residential density to be calculated on an FSI basis in Mixed Commercial-Residential Areas. This system provided control over the bulk of a building, but allowed greater flexibility respecting the number of units which could be provided.

The two systems were intended to provide maximum flexibility for the development industry to respond to changing market conditions respecting the demand for a particular size of units. In a market which demanded larger units the UPH system was used. In a market which demanded smaller units it was assumed that the FSI approach would be used.

While it appears that when the market is strong for large units the UPH option is preferred, in a soft market for large units the FSI option is not being pursued. Rather, land owners are seeking Official Plan Amendments to allow for an increase in the units per hectare. In the 1986 Quinquennial Review one of the housing studies that I recommended be undertaken was a review of the UPH/FSI system of calculating density. I am considering this matter with respect to all mixed use areas in the City in which both systems of calculating residential density apply, and will be reporting to your Committee. However, it is clear that in the Bay Street Corridor, where the development pressure is great, the continued use of the dual UPH/FSI system will be problematic.

Some approved developments in the Bay Street Corridor have utilized the UPH system of calculating density where there is no cap on the maximum size of the residential units. This had led to developments with a FSI in the order of 10 to 13 times the area of the lot rather than 7.8. Applicants are now requesting that within previously approved building envelopes an increased number of smaller residential units be permitted. This has occurred as a result of a soft market for large residential units and a demand for smaller units. Should the market change and demand for larger units increase it is likely that the UPH system would again be utilized by the development industry.

For a number of reasons I believe the FSI system is preferable for the Bay Street Corridor. First, if the FSI system is the only way to calculate residential densities it is not biased with respect to the size of the residential units. The market will determine whether they are large or small. Second, under the FSI system of calculating density there is predictability respecting the resulting bulk, an important issue in the Bay Street Corridor. Third, this single method of calculating density will make a bonus density strategy much simpler to implement.

I am therefore recommending that the two UPH and FSI systems of calculating density be replaced with the single FSI system for the Bay Street Corridor.

6.2 Meeting the City's Assisted Housing Objectives

In Section 3 of this report I described the existing population of the North Downtown and surrounding area, noting there is presently housing in the area for a wide range of household types and incomes, including accommodation in the form of condominiums, conventional rental apartments, Cityhome apartment buildings, seniors housing and nurses residences. This diversification of housing opportunities should continue.

One option for achieving assisted housing could be the use of an alternative density provision pursuant to the City of Toronto Act. This approach would set an alternate higher density to be available only to non-profit housing producers. However, given current land costs on the Bay Street Corridor, the alternate density provision on Bay Street would have to be very high to allow private non-profit producers to compete for land. The built form which could result if such a provision were included would be, in my view, unacceptable.

A preferable alternative and one consistent with the principles set out in my November 26th report on "Options for

Private Sector Involvement in Assisted Housing Production," would be through the use of Section 36 of The Planning Act. The November 26 report recommended that a policy statement be added to the Official Plan which provides that when using Section 36 the estimated value of any increases in height and/or density authorized in exchange for providing assisted housing should generally not exceed two times the value of providing the assisted housing. This approach is appropriate in considering applications in the Bay Street area.

Increasing residential density clearly results in increased value to the developer. Analysis undertaken by my staff and consultants indicates that the estimated value of land for one assisted housing unit is equivalent to approximately one half the value of 110 square metres of additional residential development rights, and that this is an appropriate bonus relationship for this area.

In exchange for the increases in residential density the owner would enter into a Section 36 agreement with the City providing that for every 110 square metres of additional residential density land for one assisted housing unit be conveyed to the City.

As a first priority applicants should be encouraged to convey a portion of their development sites to satisfy the assisted housing bonus requirement.

As a result of the relatively small size of the redevelopment sites in the area I recognize that this may be difficult. The assisted housing bonus provision should therefore include options for the conveyance of off-site land and payment in lieu of the provision of land. Priority should be given to the purchase of land in the North Downtown with funds which have resulted from utilizing the bonus provision.

As discussed above an alternate as of right density available only to non-profit housing producers is not proposed for Bay Street. However, through rezoning the maximum residential would of course be available. The assisted housing requirement could be satisfied on site in such projects proposed by non-profit producers.

6.3 Setting the Base and Bonus Densities

In considering the maximum permitted density available in the Bay Street Corridor the planning objectives set out in Section 4 of this report should be addressed. These are:

i) encouraging residential intensification by providing for increased residential densities

ii) encouraging private sector involvement in the provision of assisted housing

iii) promoting a range of housing opportunities; and

iv) ensuring acceptable built form and high quality urban design and of residential environments.

As discussed in Section 6.2 of this report the appropriate manner of encouraging private sector involvement in the provision of assisted housing is through a density bonus under Section 36 of the Planning Act. The density approaches discussed in this section therefore include a base density and a bonus density pursuant to Section 36 of the Planning Act.

Option one - set the base density at 7.8 and provide a density bonus pursuant to Section 36 of the Planning Act to a maximum of 10 times the area of the lot.

As noted in Section 5.6 of this report developments along Bay Street and in this area fall generally between 8 and 12 times coverage. A base density of 7.8 and a bonus to 10 would result in buildings which are in the mid range of the density of developments along Bay Street and in this area. The resulting built form through rezoning to 10 times coverage could be quite acceptable although larger buildings would also be acceptable. Also Section 3 of this report states that the Bay Street Corridor presents a unique opportunity to increase permitted residential densities. Under the current FSI provision of the Official Plan and Zoning By-law the maximum residential density is 7.8 times the area of the lot. However, under the UPH system, where larger units are encouraged the existing permitted density in terms of floor area can exceed this.

Establishing a base of 7.8 does not, in my view give due recognition to the existing context in the area in terms of built form and does not meet the objective of promoting residential intensification since, by deleting the UPH system and setting the maximum at 7.8, there would in fact be no increase in residential density over what currently exists.

Option two - set the base density at 7.8 and permit a density bonus under Section 36 to 12 times coverage.

Under this option the maximum density of 12 times coverage recognizes the full potential of the area. A rezoning to

achieve this maximum density would ensure that the built form is acceptable and that the urban design is of a high quality. This approach could potentially generate more assisted housing. However, this approach is similar to Option 1 in that the base density of 7.8 times coverage would not be consistent with the special opportunity Bay Street presents for residential intensification. In addition a bonus of 4.2 times coverage (the differences between 7.8 and 12) represents a 54% increase over the base density. I have some concern regarding the basis for such a large density bonus as a general policy. It should be noted that the proposed maximum density bonus for assisted housing in the Financial District is 2 times coverage. For these reasons I do not believe this Option best reflects the objectives for the area.

Option three - set the base density at 10 and provide for a density bonus to 12 times the area of the lot.

This approach recognizes the objective of residential intensification by establishing a base density in excess of the current FSI maximum of 7.8. At 780 UPH, the present Official Plan limit, an FSI density of 10 would reflect an average unit size of 125 sq.m.. The UPH system, of course would no longer apply in the area under this proposal. However, a density of 10 represents, under the current UPH maximum, a reasonable upper limit for an average unit size intended primarily for non-family households, consistent with the objectives for the area.

At densities in excess of 10 times coverage there is a need to carefully review the built form to ensure that urban design criteria are met. This would be conducted as part of my review of rezoning applications which utilize the assisted housing bonus.

While it is possible that not as much assisted housing would be provided under this approach as would be under the 7.8 to 12 option discussed previously, I feel it is a fair approach which recognizes the opportunity for achieving higher residential densities in this area of the City while providing an incentive for private sector involvement to contribute to the provision of assisted housing.

Therefore, in recognition of Bay Street's unique character as a residential intensification zone, to ensure that assisted housing is provided and to allow for review of built form for densities in excess of 10, I am recommending that the base density for the Zoning By-law be set at 10 times coverage and the maximum increase in residential densities be 2 times coverage for a total of 12 times the area of the lot.

7.0 SITE PLANNING AND OTHER CONSIDERATIONS FOR DEVELOPMENTS IN THE BAY STREET CORRIDOR

7.1 Urban Design and Other Criteria to be Considered

As noted in Section 5.6 of this report, careful consideration must be given to the massing, site planning and design of high density developments. General urban design and other development objectives such as building safety are set out in Appendix A to this report. My reports to Council on approval of plans and drawings under Section 40 of the Planning Act will assess how developments meet these design objectives.

In particular the impact of the massing of proposed developments on wind conditions and shade should be carefully reviewed. As part of applications for developments in the Bay Street Corridor I will be requiring studies to ensure that the effect of proposed buildings on wind conditions meets comfort level criteria for intended uses. Studies will also be reviewed to assess the impact the massing has on sun/shade patterns on streets and open spaces. Massing studies will also be reviewed to ensure that building bulk is minimized and the street edge is reinforced with appropriate sized base buildings and street walls and that adequate light, view and privacy standards are met for residential units.

Applications will be reviewed in terms of size and depth of lots to ensure that new buildings can be accommodated on the site and properly intergrated into the existing context of buildings. Our present historic building bonuses and density transfer policies will be considered to help ensure that historic buildings are retained.

I will be developing a set of detailed urban design guidelines based on the objectives set out in Appendix A to this report. These detailed guidelines for the Bay Street Corridor will ensure that a high level of urban design occurs.

For rezoning applications I will also consider increases to the existing height limit of 76 metres (250 feet) provided such increases are necessary to achieve the urban design objectives discussed in this report.

7.2 Special Zoning By-law Provisions

The usual zoning by-law regulations would continue to apply such as parking and loading. However, new regulations for density would require adjustments to the regulations described below for this area.

7.2.1 Street Related Retail

In order to encourage animated uses at grade which contribute to the vitality of the Central Core the Official Plan and Zoning By-law presently contains policies respecting the provision of street related retail and service uses. These provisions, applicable in the Bay Street Corridor, provide that if street related retail and service uses are not provided to a minimum of 60% of the frontage of the site the total FSI in the project would be reduced from the current non-residential density maximum of 4.5 to 4.2 times the area of the lot.

It is now possible that developments could be proposed in the Bay Street Corridor which are single use residential buildings. The ground floor could be devoted to lobbies and other uses which will not help to animate the street. As the provision of retail and services uses at grade is important in the study area, I am proposing that the present provision be extended to apply to any redevelopment in the Bay Street Corridor. In the event 60% of the frontage is not provided the total FSI in the project would be reduced from 10.0 to 9.7 times the area of the lot. This reduction would apply to the overall density not just the non-residential portion as is the case in the present Zoning By-law provisions. Thus under the proposed new density limit of 10 for the area, a residential building could only have a maximum density of 9.7 times the area of the lot if retail uses at grade were not to be provided.

7.2.2 Recreation Space

It is an important objective that amenity space be provided in new residential developments. New residential developments are required by the zoning by-law to provide personal or shared recreation space. The FSI method of calculating density permits recreation space, which is required to be provided by the Zoning By-law, to be exempt from the calculation of density.

I am recommending that the exemption of required space from the calculation of density continue to apply for the Bay Street Corridor.

7.2.3 Bay Street Setbacks and Arcade Provision

The current zoning by-law provides that buildings be set back from Bay Street 4.5 metres (15 feet) with a further provision requiring a 3.0 metre (10 foot) arcade. This by-law provision has resulted in buildings where the retail uses are 7.5 metres

(25 feet) from the property line. The retail uses do not animate the street when they are so far back from the property line.

In recent applications I have recommended the approval of plans and drawings which delete the 4.5 metre setback. This has resulted in projects like the College Park residential phase now under construction and changes to the Horizon on Bay development. In both cases a pedestrian arcade was approved to provide weather protection. I am therefore recommending that the Bay Street Arcade provision (Section 12(2)(III) of By-law 438-86) be deleted. The provision of weather protection will be reviewed on a site by site basis.

7.2.4 Average Unit Size Provision

The FSI option for calculating density in High Density Mixed Commercial Residential Areas includes a provision that the average unit size not be less than 50 sq.m. The purpose of this provision is to ensure that a high density residential project does not include a concentration of very small units. This provision should be applied to the proposed new Bay Street density system.

7.3 Use of Section 41 of the Planning Act

My June 17, 1987 and December 7, 1987 reports on Bay Street suggested that the provision of parkland under Section 41 could be considered as a public benefit in exchange for density increases. Upon further consideration, I believe this would not be appropriate since it is within Council's authority to require it pursuant to the Planning Act.

While the requirement under Section 41 to provide land or cash for parks purposes should not be bonused, the issue of whether it should be imposed in this study area remains outstanding. I will be reporting in consultation with the Commissioner of Parks and Recreation on the use of Section 41. I am therefore not making a recommendation respecting its use for this area of the City at this time.

8.0 CURRENT SITE SPECIFIC OFFICIAL PLAN AMENDMENT APPLICATIONS

As discussed in my December 7, 1987 report to the Land Use Committee there are a number of sites which are subject of current applications for Official Plan amendments to achieve increases in residential densities. Each site is reviewed below in the context of the density stategy set out in this report. The other objectives for development in the area would also apply. I will be discussing the proposals with the

applicants for the subject sites and report back to your Committee on appropriate recommendations.

8.1 770 Bay Street (Parcel 1 on Map 2)

The following is a summary of densities requested in various applications and revisions for the property on the west side of Bay Street south of College.

	Residential Density UPH	FSI*	# Units	Commercial Density	Total Density (FSI)*
1981 Approved Mixed-use project	480	10.1	106	2.9	13
May 1986 Rezoning Applications & OPA	921	12.0	200	3.0	15
November 1986 Revised Applications	921	11.2	200	2.85	14
April 1987 Revised Application	1,373	12.6	298	0.4	13
August 1987 Drawings submitted for comments	1,322	12.8	287	0.2	13

* includes recreation space floor areas

The applicant, in December 1987, referred the April 1987 revised application to the Ontario Municipal Board as City Council has not yet made a decision on this application. The Ontario Municipal Board has scheduled July 5, 1988 for a hearing on this appeal. No public benefit is proposed as part of this application at this time. The preliminary report on the May 1986 application, which was adopted by the Land Use Committee, recommended the application be revised to limit the density to 13 including recreation space and that the applicant should provide a public benefit.

In considering this application in the context of the density proposals of this report, compliance with the maximum density of 12 (exclusive of the required recreation space) should be examined and the density adjusted as appropriate. Two alternative ways of assessing an appropriate contribution to assisted housing could be applied. The first is to assess the

application on the basis described in Section 6 of this report; that is to consider the value of the increase in density from 10.0 (the proposed new density limit in the Zoning By-law) to 12 times coverage on the basis that for every 110 square metres of additional gross floor area a site capable of accommodating one assisted housing unit be conveyed to the City.

An alternative way of evaluating the value of the density change for 770 Bay Street would be to assess the difference in value between the 1981 approved application and the April 1987 proposed Official Plan Amendment, as modified to reduce the density to 12 as set out in this report.

As a result of this report which recommends an approach to density for the Bay Street Corridor and the pending Ontario Municipal Board hearing scheduled for July 5, 1988 the City Solicitor has suggested that City Council instruct the City Solicitor to seek a delay of the hearing unitl a public meeting has been held on this report and draft by-laws implementing these proposals are considered by Council. Recommendation 4 of this report authorizes the City Solicitor to seek such a delay of the hearing.

8.2 748-760 Bay Street (Parcel 2 on Map 2)

The following is a summary of densities requested for the property at 748-760 Bay Street.

	UPH	FSI	# UNITS
1984 approved Seniors Housing	1,895	11.5*	320
November 1986 Rezoning Application and OPA	1,421	12.69**	240
August 1987 Drawings submitted for comments	1,427	14.17	241

* 9.7 excluding recreation space
** excluding solarium

The applicant is proposing conventional housing in excess of the 12.0 times maximum proposed in this report. The application should therefore be revised to be reduced to 12 exclusive of the required recreation space. This density should include only 0.2 times coverage for non-residential uses as the site is the receiver site for residential density

in a density transfer with 712-730 Bay Street. The non-residential density was transferred to 712-730 Bay Street.

With respect to the increase in value which occurs as a result of the applicant's proposed Official Plan Amendment as modified to be limited to a density of 12, I am recommending as I did for 770 Bay Street that the application be assessed on the basis of density provisions set out in Section 5 of this report.

A similar alternative would be to assess the application on the basis of the value created by converting a seniors apartment project at approximately 11.5 times coverage to a conventional housing project at 12.0 times coverage.

8.3 712-730 Bay Street

A 10 storey office building is currently under construction on the north side of Gerrard Street West between Bay and La Plante and is intended to be occupied by the offices of the Attorney General. The property at 712-730 Bay Street is owned by H&R Developments and was the subject of the density transfer with the property at 748-760 Bay Street discussed above.

At the January 27, 1988 Land Use Committee meeting the Committee had before it a communication from David Smith, Solicitor for H&R Developments respecting a Committee of Adjustment application for 2 additional floors. The Committee also had before it my report dated January 7, 1988 recommending that the application be refused. Mr. Smith advised the Committee that the application had been revised to propose only one additional floor of office space. Mr. Smith also suggested that in the event the new Official Plan provisions for the Bay Street Corridor include a mechanism for increased densities in return for specified public benefits the City may seek to apply the terms of such a policy to the benefit H&R properties would receive for the additional floor of office space.

The Land Use Committee action of January 27, 1988 was to advise the Committee of Adjustment it has no objection to the requested variance for one additional floor of office space provided an agreement was entered into with the applicant to secure that the property would be subject to the density bonus/public benefit provisions set out in my report.

The proposals in this report respecting density bonuses for assisted housing only apply to increases in residential density. However, a similar approach could be used in the

case of this non-residential density whereby half of the value of the increase is conveyed to the City in the form of a site capable of accommodating assisted housing. This value would have to be established through a special study.

8.4 655 Bay Street (Parcel 5 on Map 2)

Minto Construction Ltd. has recently applied for development review for a mixed use building at 655 Bay Street. The application is for a density of 4.5 times the area of the lot for non-residential purposes and 3.3 for residential purposes. An Official Plan amendment application has also been submitted which is requesting an increase in residential density to a total of approximately 10.0 times coverage. Under the proposed density strategy this would be an as of right application. If the density exceeds 10 times the area of the lot, a rezoning and Section 36 agreement would be required as proposed in this report.

8.5 734-740 Bay Street (Parcel 3 on Map 2)

734-740 Bay Street has never been subject of an application. However, the owner has expressed interest in a residential project which exceeds the present density limits in the Official Plan. Any application should be considered in the context of proposals in this report.

9. SUMMARY OF PROPOSALS AND IMPLEMENTATION APPROACH

To implement the proposals in this report the following planning controls would be established:

1. An Area Specific Official Plan Amendment, Part II Official Plan, which would:

   a) contain general statements setting out:

      i) that the Bay Street Corridor should be designated as a residential intensification zone.

      ii) that a mix of housing opportunities should be provided, with an emphasis on non-family households and family households without children

      iii) that careful consideration be given to the built form of the area to ensure that acceptable living and working environments and

pedestrian areas are created, and that developments of a high quality urban design

iv) that the density strategy provide an opportunity for the private sector to assist in the provision of assisted housing;

b) generally exempt the Bay Street Corridor Area from the High Density Mixed Commercial Residential Area provisions in Section 3A.3 of the Official Plan;

c) delete the Units Per Hectare system of calculating residential density in the Bay Street Corridor;

d) establish a total FSI density limit for the area of 10 times coverage which would include a maximum non-residential density of 4.5 (as at present);

e) contain a modification of the present street related retail provision so as to limit the overall commercial density to 4.2 (as at present) or the total density to 9.7 if at least 60% of the combined lot frontages are not used for street related retail purposes;

f) contain a provision to exempt the required recreation space area from density calculations (continue the same approach to recreation space as in the general provisions in CR districts regarding this exemption);

g) contain a provision to limit the minimum average unit size to 50 sq.m. (continue the same approach regarding unit size as in the general provisions in CR districts regarding this proviso);

h) contain a provision to permit increases in density beyond that set out in (c) above, to a total of 12x (limiting the total to 11.7 if street related retail uses are not provided) where the owner has agreed to provide land capable of accommodating one assisted housing unit for every additional 110 square metres of residential floor area, and for a cash in lieu option. Further, that priority be given to land on the site of the application; and

i) contain a provision, in the case of applications for densities above 10, that City Council resolve that the urban design and other site planning objectives

are met and that an appropriate quality of residential environment is achieved.

2. An Area Specific Zoning By-law Amendment which would

a) delete the Units Per Hectare system as an option for calculating residential density;

b) rezone the area with a new zoning category CR L4.5 Z10 with a mixing formula constant of 10;

c) provide for appropriate modifications to existing by-law regulations with respect to the encouragement of street related retail, unit size restrictions, and recreation space requirements;

d) provide the necessary technical changes with respect to other regulations normally applicable in CR L4.5 U480 zones; and

e) delete the existing arcade and setback provision applying to this part of Bay Street.

3. A Set of Guidelines to be adopted by City Council for the consideration of applications, which implement the objectives set out in Appendix A of this report

I have not included proposals for a detailed Part II Plan or zoning by-law amendments as appropriate wording would take some time to work out in consultation with the City Solicitor. Rather, public discussion should first focus on the principles of the proposals.

With respect to the outstanding applications in the study area, I will report on site specific zoning by-law amendments for these in the context of the proposed general amendments provided the applicants agree to the density strategy in this report and to enter into appropriate Section 36 agreements, the proposed terms of which have not yet been discussed with them.

10. PUBLIC REVIEW PROCESS

The next step should be that the Planning Advisory Committee hold a public meeting to discuss the proposals for the Part II Plan, related zoning amendments and development objectives. I should also be discussing with the applicants of current applications as to how these proposals affect their applications. I would then report back to your Committee on

the results of these steps and on detailed recommendations for changing planning controls in the area.

While informal discussions and consultations have taken place with staff of other departments in the preparation of this report, the relevant commissioners should be requested to submit formal responses prior to the holding of the public meeting by the Planning Advisory Committee. In particular the Commissioner of Parks and Recreation advises he has certain concerns and he and I will be meeting to discuss and resolve these and recommend appropriate directions.

Recommendations:

1. That this report be referred to the Planning Advisory Committee to hold a public meeting on the proposals in this report.

2. That the Commissioners of Housing, Buildings and Inspections, Parks and Recreation and Public Works and the City Solicitor be requested to forward to me any formal comments they may wish to make on this report, prior to the holding of the public meeting by the Planning Advisory Committee.

3. That the Commissioner of Planning and Development be requested to report back to your Committee on the comments received under Recommendation 2 and on the outcome of the public meeting referred to in recommendation 1 and on detailed recommendations for Official Plan and Zoning By-law amendments.

4. That the City Solicitor be instructed to seek a delay of the Ontario Municipal Board hearing with respect to 770 Bay Street until draft by-laws implementing these proposals have been considered by City Council.

5. That the Commissioner of Planning and Development be authorized to discuss with the applicants of the applications for increased residential densities in the Bay Street Corridor Area based on the principles outlined in this report and that I report back to your Committee on these discussions following the Planning Advisory Committee public meeting as part of the report referred to in Recommendation 2.

R. Millward

Robert E. Millward
Commissioner

AA/CM/mt

APPENDIX A

Summary of Development Objectives for
the Bay Street Corridor Area

1. MASSING

Buildings should be designed such that

(a) the impact of the bulk and height is minimized by such measures as terracing and spacing of towers;

(b) the form and location of towers provide for light penetration to public spaces and provide for views to the sky;

(c) tall continuous row of building walls are avoided;

(d) historic buildings on site are incorporated in an appropriate manner and new development is compatible with adjacent historic buildings; and

(e) strong street edges are created which reflect traditional street scales; towers should not rise directly from street level

2. PEDESTRIAN ENVIRONMENT

Buildings and related open spaces should be designed such that

(a) pedestrian oriented uses, in particular street related retail, should abut the street edge to provide interest at grade; the extent of lobbies and service areas at grade should be minimized;

(b) the wind comfort level along sidewalks and in publicly accessible open spaces is acceptable for their intended uses;

(c) the amount of sunlight reaching publicly accessible open spaces is acceptable for their intended uses;

(d) sidewalks and adjacent open spaces and mid block walkways are enhanced through the use of street trees, pedestrian scale lighting and appropriate landscaping including benches;

(e) consideration be given to widening existing sidewalks;

(f) continuous weather protection is provided along main pedestrian routes and sidewalks;

(g) servicing areas should be located away from major pedestrian routes and screened from public view; and

(h) vehicular servicing routes should be located and consolidated to minimize curb cuts and crossing of pedestrian routes

3. OPEN SPACE

Buildings and open space areas should be designed such that

(a) the existing open space areas in the Bay Street Corridor area are enhanced by open space areas and mid block connections in new development;

(b) microclimatic conditions in open space areas are acceptable for their intended uses; and

(c) a variety of open space areas are provided in the Corridor Area

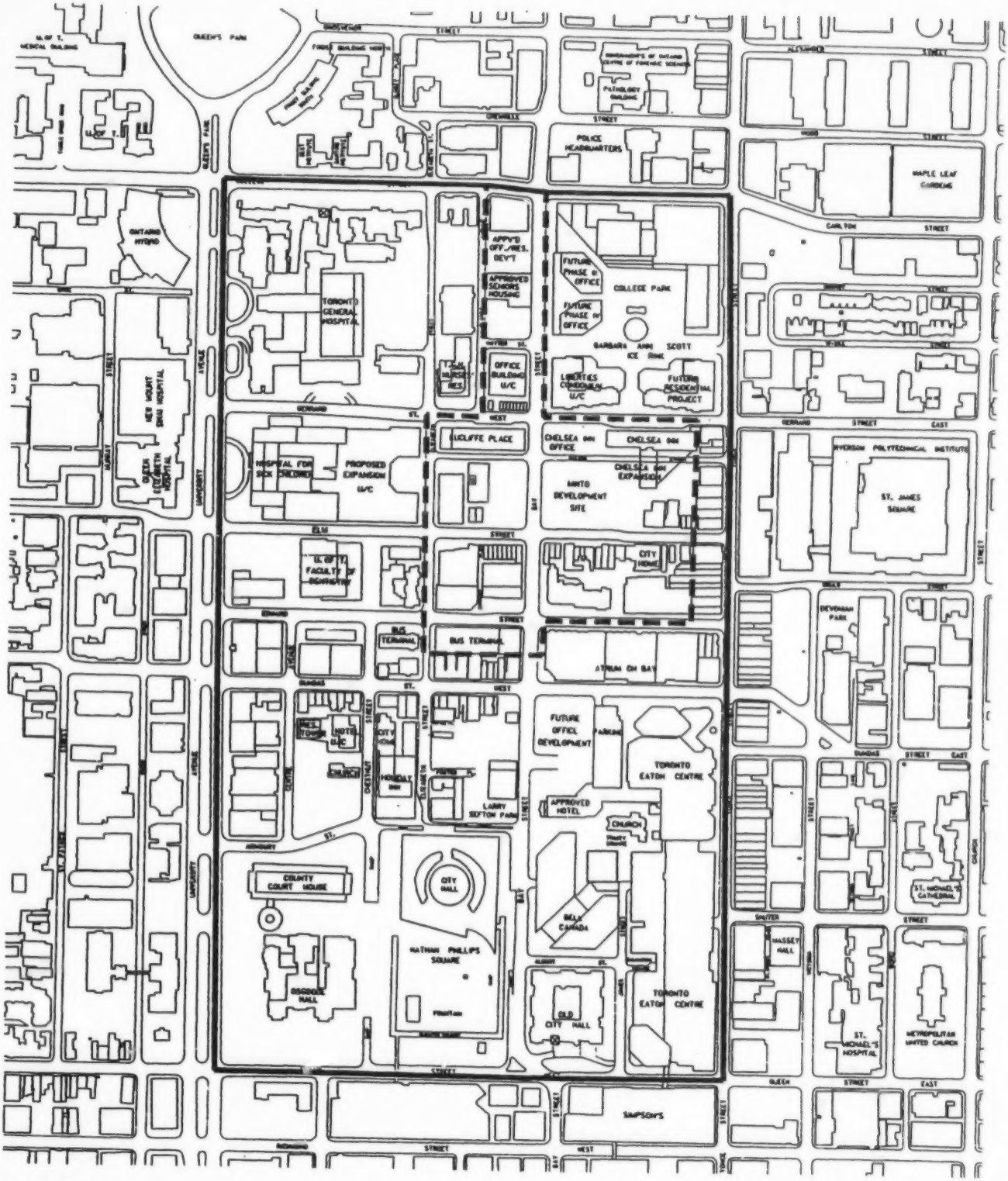
4. RESIDENTIAL ENVIRONMENT

Buildings and open space areas should be designed such that

(a) a safe living environment is created, including security in underground garages;

(b) adequate light, view and privacy standards are met for residential units; and

(c) appropriate amenity and recreation space facilities are provided for the residential component of each project.



NORTH DOWNTOWN PLANNING AREA

BAY STREET CORRIDOR STUDY AREA

NORTH DOWNTOWN
STUDY AREA

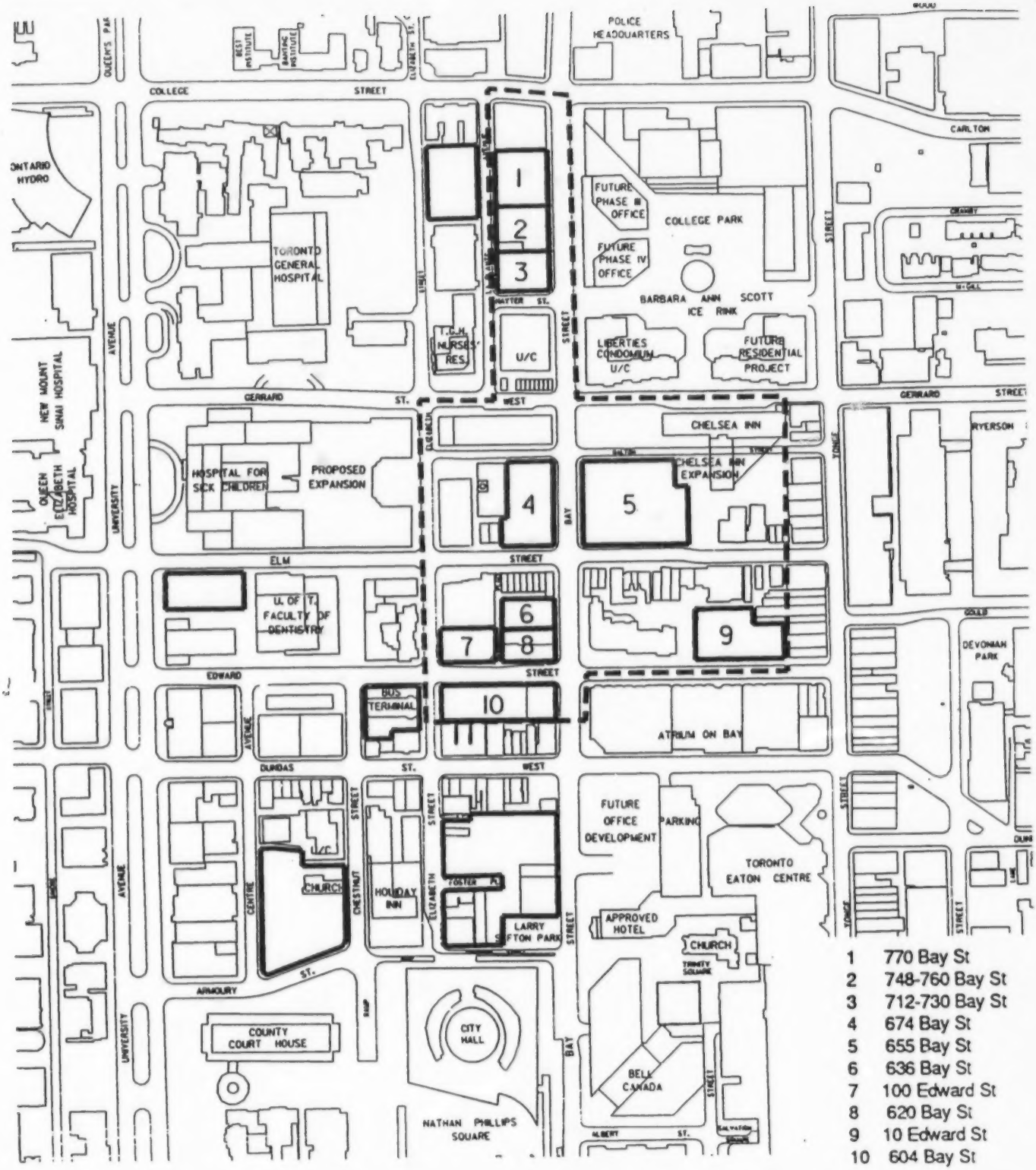
1

ASSIGNMENT NO. 543/087234

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT
Robert E. Millward, Commissioner

MAY 1988

CENTRAL CORE AND WATERFRONT PLANNING DIVISION



1 770 Bay St
2 748-760 Bay St
3 712-730 Bay St
4 674 Bay St
5 655 Bay St
6 636 Bay St
7 100 Edward St
8 620 Bay St
9 10 Edward St
10 604 Bay St

POTENTIAL DEVELOPMENT SITES

BAY STREET CORRIDOR STUDY AREA

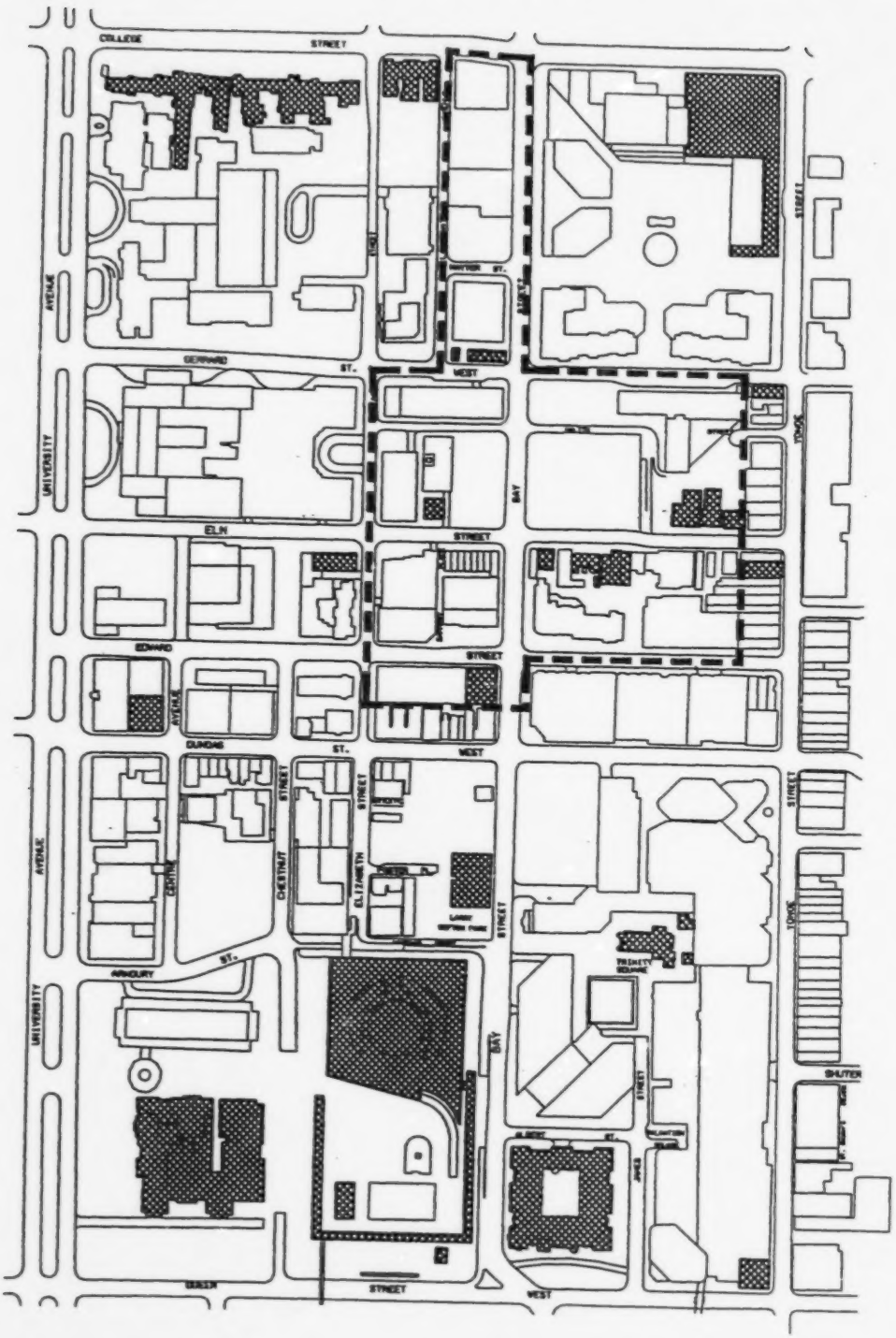
NORTH DOWNTOWN
POTENTIAL DEVELOPMENT SITES

2

ASSIGNMENT NO. 543/087234

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT
Robert E. Millward, Commissioner MAY 1988

CENTRAL CORE AND WATERFRONT PLANNING DIVISION



BAY STREET CORRIDOR STUDY AREA

NORTH DOWNTOWN
HISTORIC BUILDINGS

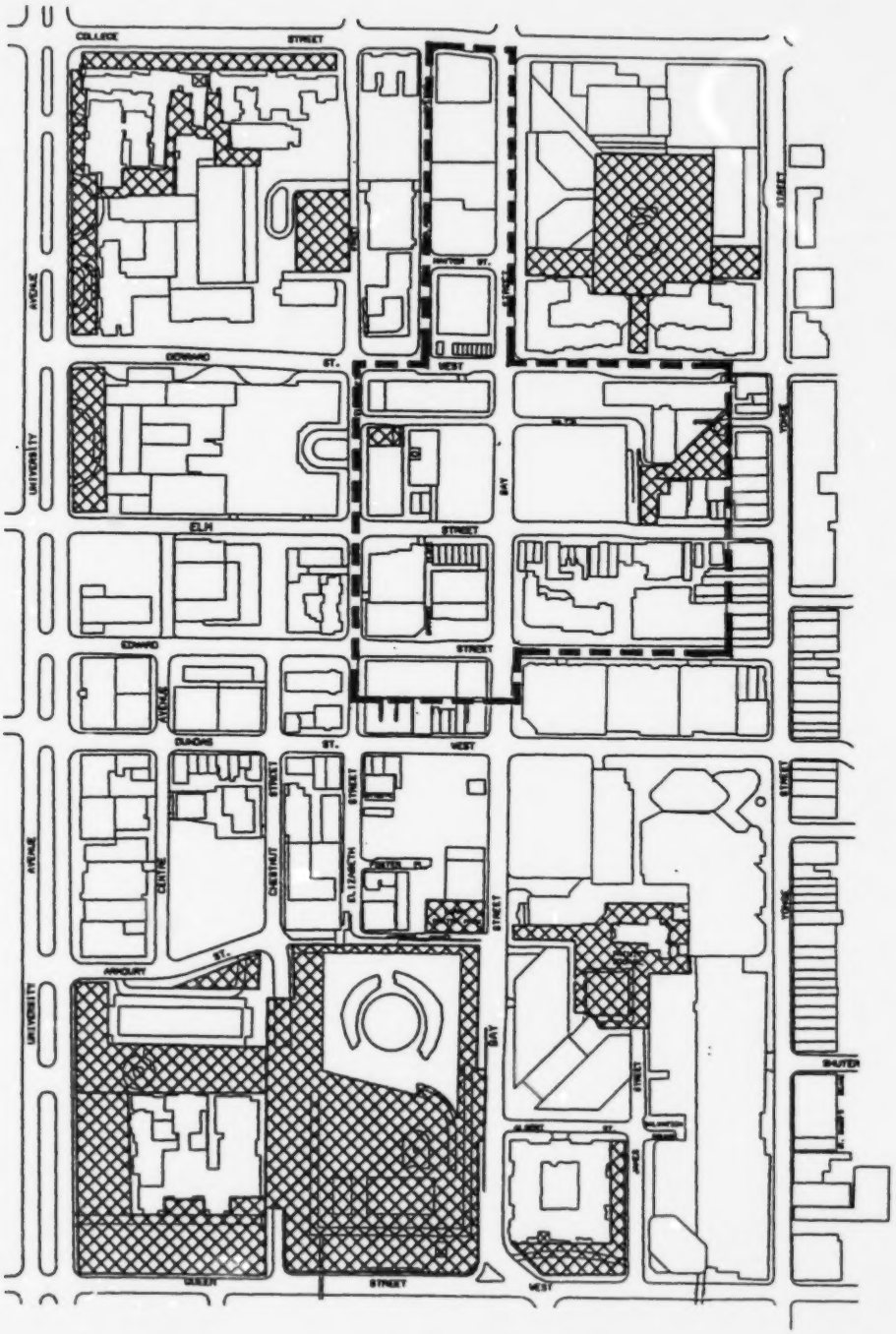
3

ASSIGNMENT NO. 543/087234

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT
Robert E. Millward, Commissioner

MAY 1988

CENTRAL CORE AND WATERFRONT PLANNING DIVISION



PUBLICLY-ACCESSIBLE OUTDOOR OPEN SPACE

BAY STREET CORRIDOR STUDY AREA

NORTH DOWNTOWN

OPEN SPACE NETWORK (Existing and Approved)

4

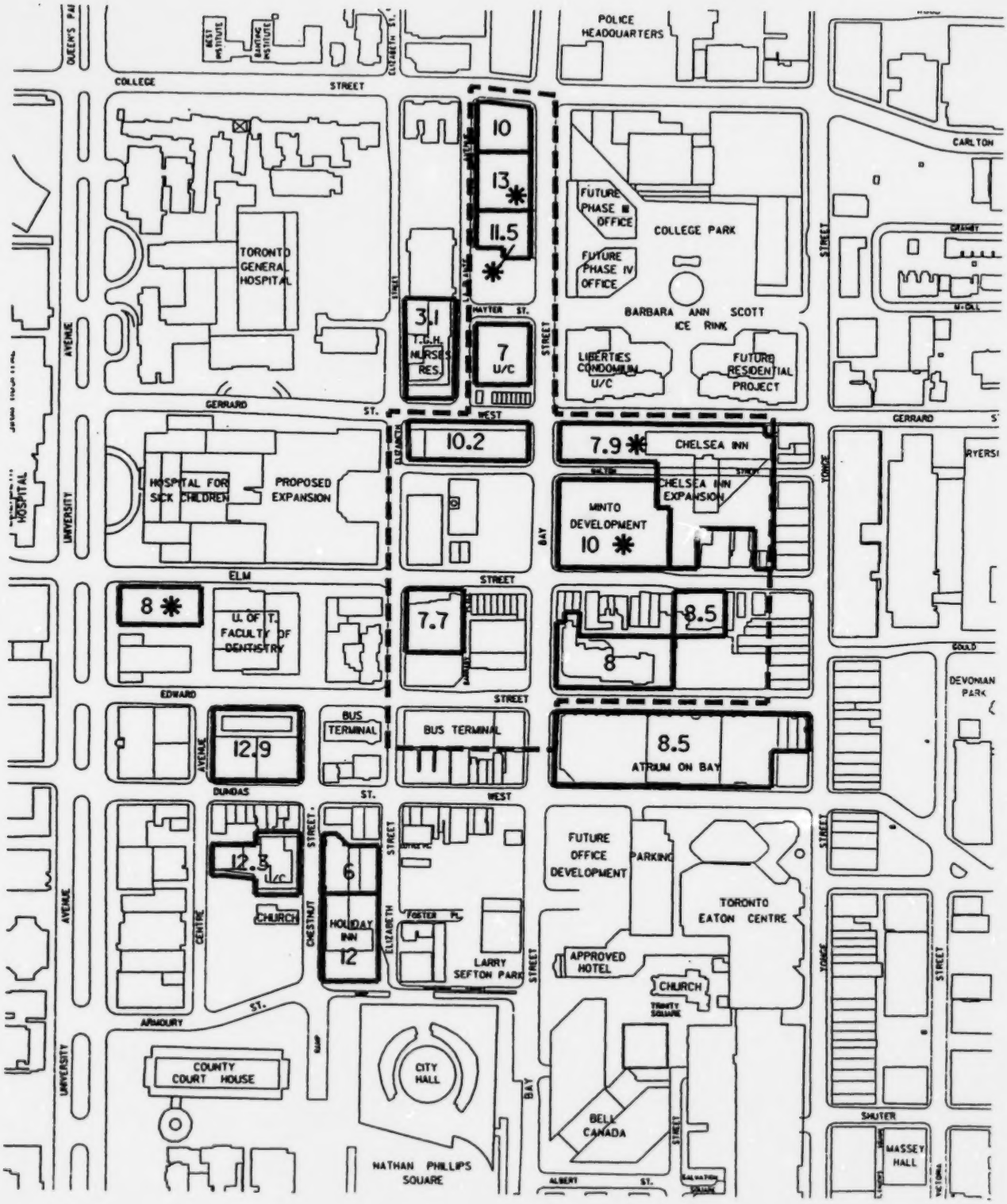
ASSIGNMENT NO. 543/087234

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT

Robert E. Millward, Commissioner

MAY 1988

CENTRAL CORE AND WATERFRONT PLANNING DIVISION



BAY STREET CORRIDOR STUDY AREA

✱ APPROVED PROJECTS NOT YET CONSTRUCTED

NORTH DOWNTOWN

FSI DENSITIES OF EXISTING BUILDINGS (Residential and/or Commercial)

5

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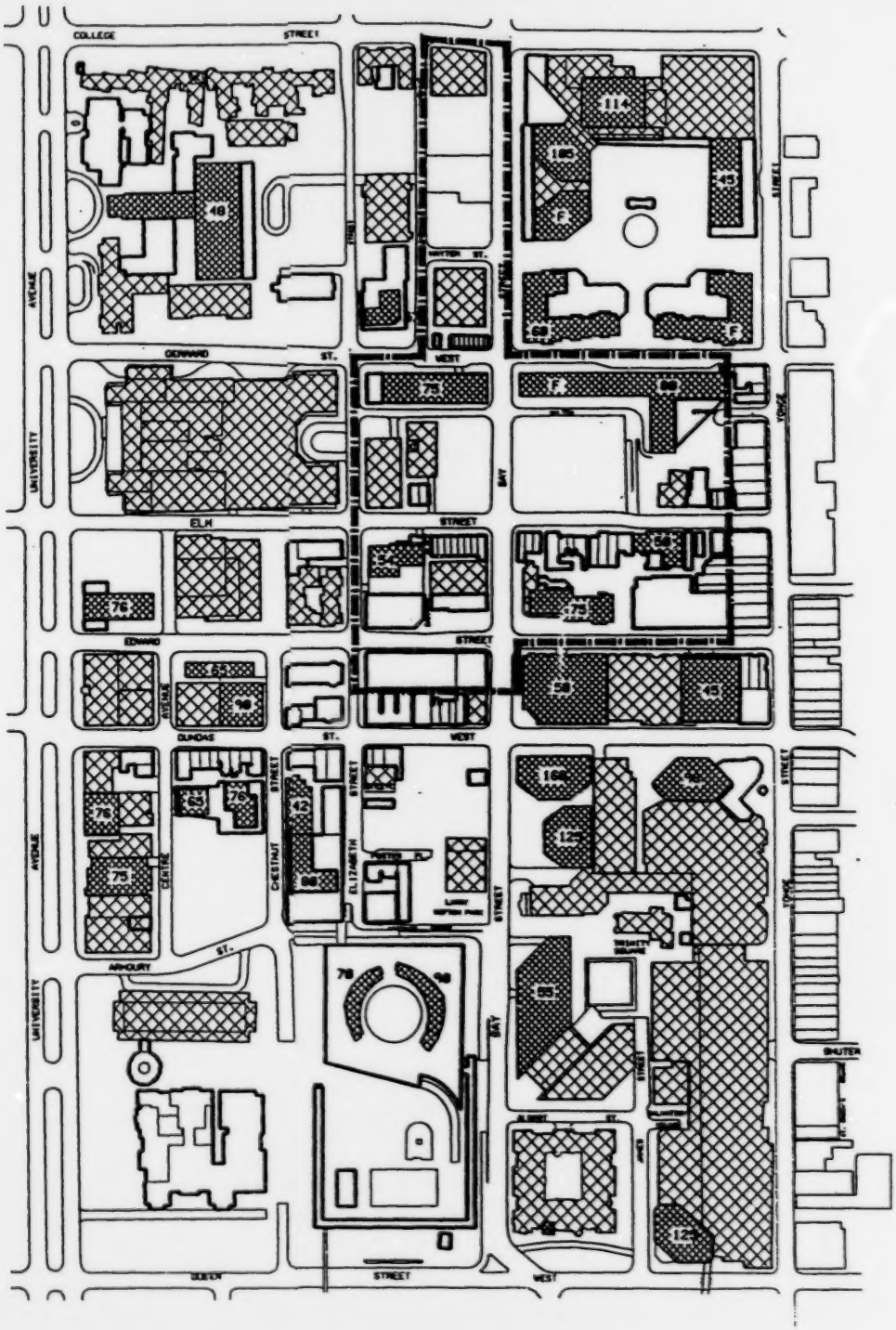
CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT
Robert E. Millward, Commissioner

MAY 1988

CENTRAL CORE AND WATERFRONT PLANNING DIVISION



BUILDINGS OVER 12 STOREYS
(HEIGHT IN METRES)
F - FUTURE TOWER HEIGHT UNDETERMINED

BUILDINGS 5 - 12 STOREYS IN HEIGHT

BUILDINGS 1 - 4 STOREYS IN HEIGHT

NORTH DOWNTOWN

BUILDING HEIGHTS (Existing Buildings and Approved Projects)

6

ASSIGNMENT NO. 543/087234

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Robert E. Millward, Commissioner

MAY 1988

CENTRAL CORE AND WATERFRONT PLANNING DIVISION